

Message Text

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ACTION IO-10

INFO OCT-01 AF-06 ISO-00 EB-07 COME-00 AID-05 CIAE-00

DODE-00 PM-03 H-02 INR-07 L-03 NSAE-00 NSC-05 PA-01

PRS-01 SP-02 SS-15 USIA-06 AGR-05 OMB-01 TRSE-00

DIWY-01 CU-02 SIL-01 LAB-04 /088 W

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FM AMEMBASSY ABIDJAN

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TAGS: EAID, UNDP, IV

SUBJECT: EVALUATION OF UN ASSISTANCE PROGRAMS

REF: CERP 0008; STATE 64907

1. POST REGRETS DELAYED RESPONSE TO REFTEL.

2. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM--IVORY COAST
THE UNDP RESREP IS COORDINATOR OF ALL UN ACTIVITIES EVEN IF
REPS OF SPECIALIZED AGENCIES ARE RESIDENT IN IVORY COAST. IN
ADDITION, UNDP RESREP SERVES AS REPRESENTATIVE FOR SPECIAL-
IZED AGENCIES NOT REPRESENTED HERE SUCH AS UNESCO, FAO,
ETC. RESREP RELATIONS WITH HOST GOVERNMENT ARE COR-
DIAL THOUGH THERE ARE SOME PROBLEMS IN IVORIAN ADMINISTRATION
OF CERTAIN PROJECTS WHICH WILL BE HIGHLIGHTED UNDER PROJECT
APPRAISAL. UNICEF COOPERATES CLOSELY WITH UNDP AND PAR-
TICIPATES IN PROGRAMMING ACTIVITIES. GIVEN NATURE OF UNICEF'S
ABILITY TO FUND SPECIFIC GOODS AND SERVICES THEIR FLEXIBILITY OF
UTILIZATION OF FUNDS HAS AIDED THE UN IN UPGRADING THEIR
IVORIAN PROGRAM IN CERTAIN INSTANCES--I.E. UNICEF MAY
DONATE EQUIPMENT, MEDICINE AND OTHER SUPPLIES DIRECTLY
TO MINISTRY OR GOVERNMENT SERVICE WITHOUT SPECIFIC PROJECT
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PROPOSAL. THIS OFTEN THEN ENABLES GOVERNMENT TO START UP A

PROGRAM THAT CAN BE LATER SUPPORTED OTHER UN SPECIAL-
IZED AGENCIES AND/OR UNDP.

3. UNDP AND IBRD HAVE INFORMAL COORDINATION POLICY AND
WORK JOINTLY ON EDUCATIONAL TELEVISION PROJECT (ETC) TO
WHICH UNDP SUPPLIES SEVERAL TECHNICAL ADVISORS. RELATIONS
BETWEEN TWO ORGANIZATIONS APPEAR EXCELLENT.

4. COORDINATION OF ALL EXTERNAL TECHNICAL ASSISTANCE HAS
LONG BEEN DISCUSSED BUT VERY LITTLE HAS BEEN DONE ABOUT IT.
UNDP RESREP AND STAFF SEE THIS PARTIALLY AS RIVALRY BETWEEN
KEY BILATERAL DONORS AND FEEL VERY STRONGLY THAT IN SOME
INSTANCES, INFLUENCE AND PRESSURE OF THE FRENCH HAS CON-
TRIBUTED TO STALEMATING CERTAIN PROGRAMS AND SLOWING DOWN
OTHERS. AS FRENCH ARE MAJOR DONORS, THEY WOULD LIKE
TO COORDINATE DEVELOPMENT COMMITTEE. OTHER DONORS
FEEL FRANCES'S DOMINANT ROLE PARTICULARLY IN TECHNICAL ASSIS-
TANCE TO MINISTRIES WOULD BE LIMITING TO THOSE EVOLVING
OTHER PROGRAMS. UNDP IS ADMITTEDLY LOGICAL COORDINATOR
OF SUCH A GROUP, BUT FRENCH FEEL LEVEL OF UN ASSISTANCE IS
NOT HIGH ENOUGH IN COMPARISON WITH THEIR OWN ACTIVITIES
FOR UN RESREP TO CHAIR SUCH A GROUP. THUS COORDINATION
EFFORTS AT FORMAL LEVELS AMONG ALL DONORS IS STILL NON-EXIS-
TENT. UNDP BELIEVES ONLY EFFECTIVE COORDINATION COULD BE
DEVELOPED BY GOIC MINPLAN OR MINFIN CHAIRING SUCH A
GROUP, BUT GOVERNMENT HAS BEEN NOTICEABLY RELUCTANT TO
TAKE SUCH A STEP AND UNDP DOES NOT BELIEVE EFFECTIVE,
CLOSE COORDINATION BETWEEN DONORS WILL BE ACCOMPLISHED
IN FORESEEABLE FUTURE.

5. THEORETICALLY, IN EVENT DISASTER RELIEF NECESSARY IN
IVORY COAST, UNDP RESREP WOULD COORDINATE ALL UN AND
SPECIALIZED AGENCY ASSISTANCE UNLESS PROBLEM WAS OF
SUCH MAGNITUDE COORDINATOR FROM HEADQUARTERS WAS AP-
POINTED. IN ALL OTHE CASES, UN RESREP HERE SERVES AS
COORDINATOR OF UN ACTIVITIES, EVEN THOSE OUTSIDE TECHNICAL
ASSISTANCE FIELD AND TO OUR KNOWLEDGE PERFORMS THIS FUNC-
TION WELL.

6. PROGRAM REVIEW IN GENERAL IS UNDERTAKEN BY LOCAL UNDP
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WITH HOST GOVERNMENT AND, WHERE APPLICABLE, OTHER DONOR
PARTICIPATION. SYSTEM SHOWS VALIDITY. IN INSTANCES
WHERE PARTICULAR PROBLEMS HAVE ARISEN UNDP HERE HAS RE-
QUESTED INDEPENDENT REVIEW AND EVALUATION ASSISTANCE FROM
NEW YORK. PROGRAM IN IVORY COAST IS IN MIDSTREAM AND
HIGHEST PERCENTAGE OF PROGRAM IS "ON-GOING" AND NOW IN
SECOND OR THIRD PHASE OF ACTIVITY. WHERE PROGRAMS HAVE
DEVELOPED COMPLICATIONS OR OBSTACLES TO IMPLEMENTATION

HAVE ARISEN, UNDP HAS IN GENERAL TAKEN CAREFULLY CONSIDERED ACTION AND EITHER REVAMPED PROJECT OR ABANDONED IT. IF GOIC HAS MODIFIED SCOPE OF PROJECT AND PHASED OUT NEED FOR UNDP ASSISTANCE UNDP HAS COOPERATED IN ALL INSTANCES. (RESREP CLEARLY FEELS THAT THIS HAS HAPPENED IN SOME INSTANCES AS A DIRECT RESULT OF FRENCH PRESSURE ON GOIC). EMBASSY CAN COMMENT MOST EFFECTIVELY ON PROGRAM REVIEW FOR ETV PROJECT FOR WHICH USAID PROVIDES TECHNICAL ASSISTANCE ON EVALUATION. PROJECT IS EXTREMELY COMPLICATED AS INVOLVES SEVERAL BILATERAL DONORS--CANADIANS, BELGIANS, WEST GERMANS, AND FRENCH AS WELL AS USAID THROUGH SPECIAL PROGRAMMING; AND INPUTS FROM FED AND IBRD. COORDINATION IS NECESSARILY CLOSE AND CONTINUING. TO EVALUATE SUCCESS OF SUCH COORDINATION IS NEVERTHELESS, DIFFICULT, BUT IN ALL EVENTS IBRD AND UNDP HAVE EFFECTIVELY ENCOURAGED COOPERATION ON THIS PROJECT. SUPPORT FROM CANADIANS--WHO ARE HEAVILY INVOLVED--HAS HELPED. SCOPE OF PROJECT IS SUCH THAT FRENCH CANNOT CONTROL IT ALONE AND HAVE (GRUDGINGLY) ACQUIESCED IN THIS INSTANCE TO CLOSER COORDINATION. BELIEVE THIS EVIDENCE OF RESREP EFFORTS TO ENCOURAGE DONOR COOPERATION WHEREEVER POSSIBLE.

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ACTION IO-10

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7. PROJECT PROPOSALS NOW COME ENTIRELY FROM GOIC IN LIEU OF UNDP DEVELOPING PROPOSED PROGRAMS BECAUSE

UNDP STAFF HERE SEES GOIC MINPLAN AT LEVEL WHERE THEY SHOULD ORIGINATE PROGRAMS. UNDP HAS SUGGESTED POSSIBILITIES AND COOPERATED WHEN ASKED IN DEVELOPING PROJECTS, BUT FUTURE PROGRAM CLEARLY DEPENDS ON PRIORITIES AND DEVELOPMENT PLANS OF IVORIAN MINISTRIES. AS STATED ABOVE, MANY PROJECTS ARE ON-GOING AND VIEWED AS SUCCESSFUL ENOUGH TO BE CARRIED INTO A SECOND OR THIRD STAGE. THESE PRINCIPALLY INCLUDE SELF-HELP VILLAGE DEVELOPMENT IN BANDAMA VALLEY RESETTLEMENT AREA; TECHNICAL ASSISTANCE TO ANIMAL PRODUCTION; TECHNICAL ASSISTANCE TO ONCHOCERCIASIS PROGRAM; COORDINATION WITH FAO ON ANIMAL DISEASE PROBLEMS AND OTHER AGRICULTURAL PROJECTS; AND PROVISION OF TECHNICAL ADVISORS IN INDUSTRIAL DEVELOPMENT AND PLANNING. WITH UNDP ASSISTANCE THE GOIC IS UNDERTAKING ITS FIRST OFFICIAL CENSUS THIS YEAR--A LONG OVERDUE EFFORT--AND WORK IS NOW PROGRESSING WELL ALTHOUGH THERE WERE A NUMBER OF FALSE STARTS. (PRIMARILY AS RESULT OF POLITICAL PRESSURE AGAINST SUCH AS ACTIVITY).

8. EFFECTIVENESS OF PROJECTS MENTIONED ABOVE SEEMS EVIDENT. UNDP IS CONTINUING SOCIOLOGICAL WORK IN RESET-LIMITED OFFICIAL USE

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TLEMENT OF VILLAGERS IN BANDAMA REGION AND TECHNICAL ASSISTANCE TO BOTH AGRICULTURAL PROGRAMS AND INDUSTRIAL DEVELOPMENT. TWO WEAK PROJECTS THAT WILL BE PHASED OUT HOWEVER, INCLUDE (1) TECHNICAL ASSISTANCE FOR AND TRAINING AT THE REFORESTATION CENTER AT DIVO(A JOINT UNDP-FAO PROJECT)--THIS WAS CONSIDERED AN UNQUALIFIED DISASTER PRINCIPALLY DUE TO CORRUPTION AT MIDDLE LEVELS IN THE GOIC ADMINISTRATION. THE OPERATION IS BEING MODIFIED AND TAKEN OVER BY THE MINISTRY OF VOCATIONAL AND PROFESSIONAL TRAINING AND UNDP TECHNICIANS WILL LEAVE AT END OF 1975,(2) UNDP PROJECT TO PROVIDE TECHNICAL ASSISTANCE TO MINPLAN WAS NOT HIGHLY SUCCESSFUL AS IT WAS DIFFICULT TO FIND APPROPRIATE TECHNICIANS (LAST ONE ARRIVED IN JAN. 1975) AND THUS, INPUT TO NEXT FIVE-YEAR DEVELOPMENT PLAN WAS SEVERELY LIMITED. THIS LAST FAILURE PRINCIPALLY RESULT OF INABILITY TO FIND QUALIFIED FRENCH-SPEAKING TECHNICIANS IN APPROPRIATE FIELDS.

9. IN ANOTHER PROGRAM THERE HAVE BEEN PROBLEMS STEMMING FROM A LACK OF MANAGEMENT AND ORGANIZATION ON THE PART OF THE GOIC WITH UNDP TECHNICAL ASSISTANTS PROVIDED TO OPEI AND CICE (TWO GOVERNMENT GROUPS WORKING ON EXPORT DEVELOPMENT AND COMMERCIALIZATION OF IVORIAN PRODUCTS). UNDP OFFICIALS FOUND THE DISORGANIZATION SO BAD IN THESE BUREAUS THAT THEY ARE STILL TRYING TO SORT OUT JUST WHAT THE MANDATE OF EACH BUREAU IS AND WHAT WAY UNDP AND OTHER SPECIALIZED AGENCIES CAN HELP THESE BUREAUS ATTAIN THEIR GOALS. IF THIS

IS NOT RESOLVED SOON THE PROGRAM WILL BE CANCELLED NEXT YEAR.

10. DELAYS IN PROJECT IMPLEMENTATION STEM PRINCIPALLY FROM FOLLOWING: 1) FRENCH RELUCTANCE TO ENCOURAGE INNOVATION OR TECHNICAL ASSISTANCE THAT THEY CANNOT DIRECTLY CONTROL. 2) INABILITY TO FIND IN SUFFICIENT NUMBERS FRENCH-SPEAKING TECHNICIANS TO PERFORM JOB, 3) IN SOME INSTANCES, SLOW COOPERATION ON PART OF GOIC OR LACK OF DIRECTION IN SPECIFIC PROGRAMS. UNDP ADMITS SMALL PROBLEMS ON COUNTERPART FUNDS AND/OR CONTRIBUTIONS FROM HOST GOVERNMENT, BUT IN GENERAL SEE THIS AS BEING WORKED OUT. FOR SOME TECHNICAL ADVISORS, SLOWNESS OF GOVERNMENT TO PROVIDE ADEQUATE HOUSING HAS BEEN DETERRENT TO PROJECT IMPLEMENTATION, BUT HERE AGAIN, WE DO NOT SEE LIMITED OFFICIAL USE

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THIS AS MOST SERIOUS OBSTACLE FACING UN AND UNDP ACTIVITIES IN IVORY COAST.

11. TRIPARTITE REVIEW SYSTEM IS BEING CARRIED OUT ON ALL UNDP PROJECTS IN IVORY COAST. UNDP STAFF CONSIDERS THE REVIEW MOST EFFECTIVE FOR PROJECTS THAT ARE ACHIEVING TARGETS AND LEAST EFFECTIVE FOR PROBLEM AREA PROJECTS. RESREP REPORT IS GENERALLY THOROUGH AND WELL-PRESENTED COMPENDIUM OF INFORMATION ON ASSISTANCE PROVIDED TO IVORY COAST. (1 COPY POUCHED AF/W FOR INFO.

12. AT PRESENT UNDP HAS NOT UNDERTAKEN AND HAS NO IMMEDIATE PLANS TO UNDERTAKE PROGRAMS DIRECTED PARTICULARLY TOWARD WOMEN AS NONE HAVE BEEN PROPOSED BY GOIC. RESREP HAS POINTED OUT TO MINPLAN THAT A PROJECT INVOLVING WOMEN MIGHT BE APPROPRIATE FOR UNDP ASSISTANCE SHOULD GOIC DEVELOP ONE WITHIN CONTEXT OF ITS DEVELOPMENT PRIORITIES.

13. POST BELIEVES THERE ARE NO PROBLEMS TO BE TAKEN UP WITH UNDP OR EXECUTING AGENCIES AT PRESENT TIME. FYI. UNDP PROGRAM HAS ATTAINED DISBURSEMENT RATE OF 3 MILLION DOLLARS PER YEAR AND COMPARED TO FRENCH (FAC), FED WEST GERMANY, AND CANADA IS RELATIVELY MINOR DONOR IN IVORY COAST. UNDP RESREP EXPECTS PROGRAM WILL CONTINUE AT THIS LEVEL, THOUGH DEFINITELY LARGER PROGRAM COULD BE DEVELOPED GIVEN LEVEL OF ECONOMIC ACTIVITY IN COUNTRY. BELIEVE PROGRAM HAS PROVEN TO BE OF VALUE IN GOIC DEVELOPMENT AND THERE IS CONSISTENT EFFORT ON PART OF LOCAL RESREP TO UPGRADE QUALITY OF PROJECTS. IT IS CLEAR THAT CERTAIN BILATERAL DONORS (NAMELY FRENCH) HAVE THROWN OBSTACLES IN WAY OF SELECTED PROGRAMS AND THUS, HAMPERED PROGRESS, BUT NOT TO EXTENT THAT UN PROGRAMS HAVE NOT BEEN ABLE TO ACHIEVE

NUMBER OF TARGETS.

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